DOCUMENT RESUME

ED 039 471 AC 008 027

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TITLE A Career Development Plan for Community Action Agencies.
INSTITUTION New Careers Development Center, New York, N.Y. Training Laboratory.
PUB DATE May 68
NOTE 33p.

EDRS PRICE EDRS Price MF-$0.25 HC-$1.75
DESCRIPTORS *Community Action, *Community Agencies (Public), Educational Opportunities, Federal Aid, Financial Support, *Job Development, Models, Nonprofessional Personnel, *Occupational Mobility, Systems Analysis, Work Experience
IDENTIFIERS *New Careers

ABSTRACT

A system for career advancement in the community action agency must be based on the fundamental principle that it is the responsibility of the community action agency to develop the full potential of the nonprofessional staff. The agency must take the initiative on several aspects of its policy and program. Nonprofessional employees must be able to gain a variety of types of work experience -- for example, the neighborhood worker must be able to work at supervision of other neighborhood workers, as a counselor in a Job Corps center, and as a coordinator of home health aides. The nonprofessionals should have easy mobility between component programs. The agency should seek out, or plan themselves for, opportunities for further education for nonprofessional employees, perhaps through use of a local community college or correspondence study. It is possible for the agency to seek further financing, or to restructure current use of funds, to cover the modest costs of encouraging career advancement. The development of viable career opportunities within the neighborhood service system, as well as into the more traditional areas, would go far to bring the system into broad practice. (MF)

AC008027

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A CAREER DEVELOPMENT PLAN FOR COMMUNITY ACTION AGENCIES

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May, 1968

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and
Nina Jones

Community action agencies are mandated by the 1967 amendments to the Economic Opportunity Act to provide opportunities for career advancement for the poor. To meet this mandate, CAA's have three important functions:

1) As a developer and user of a career development system.
2) As an advocate of a new careers system.
3) As a training base.

The following questions are considered:

- How can nonprofessionals move up to other positions in the CAA?
- How do you develop careers within the CAA?
- How much does the career system cost?
- What is the legislative mandate for career development in the CAA?
- What new direction does the career system suggest for the CAA?

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C O N T E N T S

		Page
FOREWORD		1
PART I	The CAA as a Career Development System	
	How Can Nonprofessionals Move Up to Other Positions in the CAA?	3
	How Do You Develop a Career Ladder Within the CAA?	5
	How Much Does the Career System Cost?	11
	What New Direction Does the Career System Suggest for the CAA?	18
	What is the Legislative Mandate for Career Development in Community Action Agencies	20
PART II	The CAA as an Advocate for New Careers	22
PART III	The CAA as a Training Base	25
APPENDIX I	Funding Sources for Career Development Programs	27
APPENDIX II	A Model of a Career System in a Neighborhood Service Center	29

FOREWORD

This paper considers three major subjects: 1) The CAA as a developer and user of a career development system; 2) The CAA as an advocate of career development systems; and 3) The CAA as a training base. The major focus is to show how a community action agency can develop a career system in its existing operation within the current funding limits of the CAA proposal. The first section deals with the following issues:

1. How can nonprofessionals move up to other positions in the CAA?
2. How do you develop careers within the CAA?
3. How much does the career system cost?
4. What new direction does the career system suggest for the CAA?
5. What is the legislative mandate for career development in the CAA?

We will then turn more briefly to ways in which the CAA can move other agencies to develop and implement career systems for the poor, and finally look at the ways in which the CAA can be a training base for the nonprofessional. While the primary focus will be the development of the CAA as a career advancement system, some CAAs - particularly the ones in rural areas and the smaller ones - may be better suited to emphasize the role as advocate or training base.

It has been OEO, of course, and more particularly the community action program which has been the pioneer and innovator in the use of

nonprofessionals, as well as their largest employer. It is estimated that some 125,000 nonprofessionals are employed by CAP programs, in addition to the more than 95,000 employed in Head Start programs.

The terms "nonprofessional" and "paraprofessional" are used throughout this paper to refer to anyone who is employed in fields traditionally professional in orientation, and who does not have the traditional accredited education and experience of that field. An aide in a classroom, a neighborhood worker in CAA, a nurse's aide, are examples. The terms "nonprofessional" and "paraprofessional" are especially common to the human services.

The term "human services" refers to institutions and programs which deal with the well-being of the consumer and not primarily with a material product. Such fields as welfare, education, community development, housing, health, and recreation are examples.

PART I. The CAA as a Career Advancement System

I. How can nonprofessionals move up to other positions in the CAA?

Increasingly nonprofessionals on the staff of the CAA are asking questions as, "Why am I still a nonprofessional after two or three years of community action experience?" "Where can I go from this program?" In some parts of the country, nonprofessionals are organizing themselves into associations and unions to seek recognition of the value of their service. In Oakland, Pittsburgh, Cleveland and Washington, D.C., for example, nonprofessionals have met to raise the following questions to the CAA administration:

> ... What are you doing about our job security?
> ... What about additional training so we can be promoted?
> ... What about opportunities for accredited college training?

To answer these questions, a New Careers model for the CAA proposes an approach whereby the agency functions as a career system to train and upgrade the nonprofessional staff. The career system for the CAA provides the following:

1. a program of on the job training and supervision designed both to insure competency in the present job and a basis for advancement.
2. a specific series of career ladders, lines of job progression, between the entry-level positions and higher positions in the CAA.

3. time off the job for education - basic education, high school equivalency preparation, higher education.
4. a program of education to be organized by the CAA in cooperation with local institutions of higher education - including the accreditation of work experience and training, as well as formal study.
5. relevant training and education for higher positions within the CAA - training for supervision, for training, for administration.

Another aspect of the program is when the CAA develops career opportunities for nonprofessionals trained by it and to be placed in other community agencies. (See Part III for a fuller discussion of this.)

II. How do you develop a career ladder within the CAA?

A system for career advancement in the CAA must be based on the fundamental principle that it is the charge of the CAA to develop the full potential of the nonprofessional staff.

The idea of employing paraprofessionals to work in the fields of human service gained national acceptance with the Economic Opportunity Act. The CAA had the responsibility to prove to the community that nonprofessionals could perform valuable service to the community. The CAA still has that responsibility. But now, as the "new careers" concept becomes commonplace in legislation, manpower planning, and planning for service reorganization, it is the further responsibility of the CAA to address the issues of job security, career advancement, and service reorganization within its own program. To meet the challenge of these issues, the CAA must concentrate its resources on the development of career advancement opportunities, accreditation of training, and opportunities for formal education for the CAA staff.

The CAA has the resources to do this. And further, the CAA has the mandate to provide precedents and models for the community at large. The CAA is more flexible and less beaurocratic than other agencies. The CAA has autonomy in the community and its own history of precedents to follow. The CAA can become a major force for career development in the community.

A Career System for the CAA

The career system requires the following six components to enable persons coming in at entry-level positions to move ahead:

1. salaries for the trainees
2. supervision and on-the-job training
3. education from literacy training through college
4. supportive services such as counseling, day care, legal aid
5. a series of career ladders describing the work tasks to be performed at each level, as well as the experience, training, and education necessary to advance from ore position to another
6. an overall plan and strategy to develop and implement the career system.

Where the CAA is small, or where other factors limit the development of a full career system (a small agency, for example, would find it difficult to develop elaborate career ladders), training and education can be provided so that the nonprofessional will have the means to move ahead, perhaps with another agency. (See Parts II and III for further discussion of this.

As the CAA is already employing neighborhood residents, the issue here is to see this employment not as an isolate, but as the beginning of a career progression, to see these workers as new careers trainees. Thus, no additional cost is incurred here. We will discuss under Section III ways to obtain funds to provide a series of graded positions above the entry level.

The CAA now supervises its employees and no doubt is providing some forms of on-the-job training. What is necessary, then, is to intensify these efforts and relate them to the plan of career advancement.

Education - oriented toward career advancement - is the key to the career system and is the one item for which the CAA is unlikely to have funds available. Section III discusses sources of such funds.

Most CAA's offer various supportive services - day care, counseling, legal aid, etc. - for the people it serves. When the careerists are drawn from among the population served by the CAA, as they ought to be, then these services would be available to them.

The planning of a career ladder is the central task of developing the system. Here the CAA's own personnel are an important resource. A CAA manpower program may include persons with this skill. Local agencies, such as the Employment Service, vocational education personnel, college staff, should be called upon for help. Some of the OEO-funded training centers (Multi-Purpose Training Centers, Urban Training Centers, and others) can offer valuable help. New Haven's Community Action Institute, Temple University, the University of Missouri's Multi-Purpose Training Center at Kansas City, and the Multi-Purpose Training Center at the University of Oklahoma, Norman, all have capability in this area. So too does the New Careers Training Laboratory, New York University, which regularly conducts courses in career systems for OEO personnel.

The CAA's primary role is as planner and strategist. Here it is less a matter of the necessity of funds than the will to do so. A CAA manpower specialist, or other staff member, should be assigned the overall responsibility for developing the plan, organizing the system, negotiating with other agencies whose participation is necessary, and monitoring the implementation of the program.

Opportunities for Career Advancement

Nonprofessionals in CAA's are advancing and increasing the

marketability of their skills. Promotions and career development are reported from many agencies across the country. For example, the CAA in Detroit (The Mayor's Committee for Human Development) reports that of 240 promotions in the past 2 years, 201 were nonprofessionals. The Community Action Institute, a Multi-Purpose Training Center, in New Haven, developed a program whereby neighborhood workers from the CAA were hired as field trainers with the training center. One of these field trainers now serves as Assistant Director in charge of field training. The Community Action Training Institute in New Jersey has developed a career ladder both for trainers, materials analysts and curriculum developers.

Neighborhood workers in the Suffolk County (New York) CAA, a mixed rural and suburban area, have been promoted as trainers of community workers, as directors of neighborhood centers, as neighborhood worker supervisors, and so on. Here, where each delegate agency was small, a plan was developed where workers could move diagonally from one delegate agency to another taking on increasing responsibility with growing skill and training. Often, horizontal mobility, the opportunity to do a different job, is an important aspect of giving to the poor increasing options. The aides in Pittsburgh have successively urged upon the CAA Director that delegate agency contracts be granted on the following conditions:

1) advancement opportunities within the delegate agency for the entering non-professional,
2) horizontal mobility between agencies, and as their latest demand
3) diagonal mobility from one agency to another.

Currently these promotions are dependent upon accidental conditions, such as turnover among supervisory and administrative personnel and the "breaks" in the system which benefit the nonprofessional.

The career system in a CAA requires that the CAA establish career advancement as a priority. This priority means that the CAA must find ways to develop a career advancement program within its existing structure. The following are some suggestions for doing this:

1. The CAA begins consciously to provide ways for the nonprofessional to broaden his experience. A neighborhood worker who has spent 2 years in a neighborhood center performing the tasks of referral and outreach cannot be said to have had a broad experience within the CAA. Yet this neighborhood worker, through a combination of formal training and on-the-job experience, can be a supervisor of other neighborhood workers, a trainer, a counselor in a Job Corps center, a coordinator of home-health aides or home-school technicians. This neighborhood worker is potentially the director of a neighborhood center.
2. The CAA provides for easy mobility of nonprofessionals among component programs. This kind of "hop-scotching" between programs provides a broad base of experience for the non-professional. It also enables the nonprofessional to see that his work has potential variety and that his skills are valuable to several kinds of programs.

These issues are especially important when considering the rate of turnover among nonprofessional staff, which has been estimated to be as high as one-third in CAP.

3. The CAA begins to view the differences between the professional and the nonprofessional staff as differences in levels of skill, information, and experience, rather than differences in style and culture. From this point of view, the nonprofessional is potentially as skillful, as knowledgeable, as experienced as the professional. He acquires the skill, knowledge and experience through training and education provided by the CAA.

The precedent for career development as a priority program already exists in CAP within the Head Start program. The Supplementary Training Program provides funds for training and education for paraprofessionals employed in Head Start. All programs applying for these funds must have a series of careers lines from entry jobs to professional careers.

III. How much does the career system cost?

The most expensive part of the system, the nonprofessionals' wages, is a cost which the CAA already bears with its employment of community people.

Training and Supervision

Training and supervision can be provided by the CAA staff and by Multi-Purpose Training Centers and other OEO-sponsored training facilities. In Pennsylvania, for example, successful training programs have been organized by several neighboring CAA's using experienced CAA staff, both professional and nonprofessional, as trainers. When the CAA or a delegate agency is part of local government, Title VIII of the Housing Act provides funds for the training of present staff; this could be used both to train the new careerist as well as the professionals within the agency in the use of new careerists.

Basic Education and High School Equivalency

Basic Education classes and high school equivalency diploma preparation are part of many on-going CAA programs. Such important supportive services as counseling, legal aid, day care, and transportation are also included in CAA programs.

Education

A program of education can be developed without cost to the CAA. The following list illustrates some of the ways such a program can be organized:

1. The CAA and a local college

   The CAA, through established contacts with a local community college or a four-year college, develops a

program whereby the college accepts the nonprofessionals as students in the regular college program. Where these colleges are state - or locally - sponsored institutions, and a special opportunity is available with the growing number of community colleges, tuition costs are minimal and may be borne by the nonprofessionals and/or by the CAA.

2. <u>The CAA, a local college, and a grant</u>

In cases where the college cannot accept the nonprofessionals as regular students, the CAA develops with the college an educational program especially designed for paraprofessionals. This kind of special program may require that new funds be used by the college to establish new curricula and to hire faculty. The CAA then becomes the organizer of such an educational program under any of a number of legislative programs providing grants for education and training. The following are examples of such funding sources:

a) Title I, Higher Education Act, community service grants can be used to develop course offerings under university extension and continuing education departments. Courses can be developed for fields of housing, poverty, government, transportation, recreation, employment counseling, youth opportunities, health, and land use (urban renewal). Funds are restricted to unusual programs not available elsewhere.

Experimental pilot projects are being considered under proposed amendments to this title.

Contact: Bureau of Vocational and Technical Education,
U.S. Office of Education.

b) Title III, Higher Education Act, enables a developing institution (such as a new community college) to implement new curricula worked out through arrangements with community organizations and agencies, e.g., the CAA.

Contact: Division of College Support
U.S. Office of Education

c) In a specific field, e.g., education, the CAA can mobilize the local education agency to utilize funds available for paraprofessional training under the Education Professions Development Act.

Contact: Division of Educational Personnel Development,
U.S. Office of Education.

The CAA grantsman should know that grants are available, but it is not easy to get them. It's possible but it's not easy. What is required is an aggressive, continuing funding strategy on the part of the CAA and the cooperating community institutions. Such a strategy will avoid the "burn out" of enthusiasm if the program proposal is not accepted right away. The program proposal should be resubmitted from year to year because money may become available as a result of several changes:

1. each year an act is in effect there are new appropriations under the old authorizations;
2. old projects terminate or use less money, and new funds are released;
3. new authorizations are passed under amendments, expansion or extension of an act;
4. changes in guidelines for funding develop so that new program emphases may increase the opportunity for the funding of a particular program.

A grantsman must be particularly alert at the end of the fiscal year when some money might be "lying around" or which the agency wants to commit, and when the new appropriations occur and the largest pool of dollars are available.

(Additional information on the principles and techniques of funding and a detailed account of funding sources with implications for career development are available in "A Guide to Funding New Careers Programs," New Careers Development Center.)

3. Correspondence courses and TV programs

In cases where the CAA meets continuing resistance from local institutions of higher learning, there are ways to organize other sources of accredited, formal education. Most state colleges and universities, and private schools as well, offer courses by correspondence. The CAA can organize these courses and courses offered for credit on

television by providing space for groups of nonprofessionals to meet together and study and by providing instructors to organize the groups and help the students with difficult materials.

The concept of "organizing" these courses is especially important. Almost everyone has had the experience of trying to study on his own and then giving up because the material was difficult and his interest faded. However, if one knows he can study such a course with a group of people and in addition have the support of someone who can guide him through difficult material, his chances of staying with that course and of succeeding in his study are much greater.

Through the organizing of correspondence courses and TV material, the CAA can enable nonprofessionals to obtain credits toward formal study without cost to the CAA or to the nonprofessionals.

A specific series of career ladders

The single cost item of the career system for a CAA is the cost of promoting nonprofessionals to jobs of higher salary. A ladder from entry-level jobs to higher positions requires a progression of salary increases and increments.

The following list indicates the resources the CAA can manipulate to provide these salary increases; as this may often require a CAP Form 43 action, close liaison with the Regional Representatives is essential.

1. Staff turnover

Money for staff salaries becomes available through personnel turnover at supervisory and administrative levels. When personnel vacancies occur at these staff positions, the CAA has the opportunity to examine the position to determine what functions are performed in that job, what demands the job makes on the worker, what qualifications are needed for the worker to perform well in that position, how much training is needed to upgrade a paraprofessional staff member to that position.

The CAA should also determine what the goal of the vacant staff position is and whether or not that goal can be more easily achieved by employing two staff members rather than one at that level. Through this kind of evaluation and task analysis, entirely new staffing patterns begin to emerge in the CAA and the possibilities for career mobility for the nonprofessional staff are increased.

2. A reorganization of expenditures under the "conduct and administration" grant

In many ways the development of the career system requires that the CAA take a look at its existing operation and make a new list of priorities. The CAA can restructure the expenditure of "C and A" funds to promote nonprofessionals to higher positions. A creative field representative from the Regional Office and a determined CAA director can together find ways to open up possibilities for these promotions.

3. New funds

It is also possible that the CAA's grant will be increased to permit the development of a career system. The Tri-County Economic Improvement Agency, a rural CAA in Pennsylvania, obtained additional funds for salary increments which can be used for career opportunities.

IV. What new direction does the Career System suggest for the CAA?

The CAA has performed three important services to the community:

1. The CAA has expanded the existing services of community agencies by implementing programs specifically designed to meet the needs of the poor. Legal Services, Neighborhood Youth Corps, Head Start, Family Planning, Comprehensive Health Services, housing programs, special education programs are examples of programs which expand services that already exist in the community but which have traditionally excluded or failed to meet the needs of the poor.
2. The CAA has played an important role as the expediter of services to the poor. As a source of referral, the CAA has greatly increased the demand of the community upon the resources of community agencies, thereby forcing these agencies to respond to a larger number of clients and to respond more directly to the needs of the poor.
3. Through programs of community organization and information, the CAA has encouraged a greater awareness among the poor of the deficiencies of existing services and their political systems, thereby supporting the demand for expanded services with a demand for improved quality of services.

In spite of these achievements, an important critique continues to be made against the work of the CAA - that the services thus far rendered by the CAA are ancillary to and supportive of the existing systems of human service which have maintained the cycle of poverty rather than dissolving that cycle.

The Career System provides a way for CAP to meet this critique. Human service agencies as presently organized are often inadequate, the quality of professional service is too frequently poor, and the institutions are far removed from the needs of the consumer, encouraging the assessment that these institutions resemble "anti-service" systems.

New Careers proposes the following program for the community action agency:

1. That the services of public agencies be decentralized into comprehensive neighborhood facilities, a Neighborhood Service Center.
2. That the services housed in that facility be integrated so that the needs of clients can be serviced jointly by cooperating service systems.
3. That the operation of the Neighborhood Service Center be monitored by a board of community residents whose responsibility it is to maintain a high level of quality, integrated service to the community at large.
4. That this neighborhood facility be a training base for nonprofessionals embarking on careers in the human service fields, and that these nonprofessionals be employed to perform client-related functions while they are being trained.

Through a program of training, education, accreditation, and work experience, the nonprofessional staff of the Neighborhood Service Center can enter new careers in the human service agencies within the community.

(See Appendix II for a fuller discussion of a career system in a Neighborhood Service Center.)

V. What is the legislative mandate for Career Development in community action agencies?

Congress in the 1967 Amendments to the Economic Opportunity Act has mandated that:

1. under Section 223, Title IIB:

   "In the conduct of all component programs under this part, residents of the area and members of the groups to be served shall be provided maximum employment opportunity, including opportunity for further occupational training and career advancement."

2. under Section 224, Title IIB:

   "The Director shall encourage the development of neighborhood centers, designed to promote the effectiveness of needed services in such fields as health, education, manpower, consumer protection, child and economic development, housing, legal, recreation, and social services, and so organized . . . as to promote maximum participation of neighborhood residents in center planning, policy making, administration, and operation. In addition to providing such services as may not be otherwise conveniently or readily available, such centers shall be responsive to such neighborhood needs, such as counseling, referral, follow-through, and community development activities, as may be necessary or appropriate to best assure a system under which existing programs are extended to the most disadvantaged, are linked to one another, are responsive and relevant to the range of community, family, and individual problems and are fully adapted to neighborhood needs and conditions."

3. under Section 124, Title IB, Work and Training for Youth and Adults:

   "the program will, to the maximum extent feasible, contribute to the occupational development or upward mobility of individual participants."

These changes have four major implications for OEO programs:

1. The community action programs -- both local option and national emphasis -- are all to include career advancement plans in their design, as Head Start has already required.
2. The mandate for decentralization of community action programs into Neighborhood Service Centers offers important opportunities for the redesign of service systems including community participation, service system integration, as well as use of nonprofessionals (perhaps in a neighborhood service system career ladder).
3. "New Careers" programs and program components, based on the language of Section 223, could be included in funding applications under Title II, community action programs, as well as under the "Scheuer Amendment" in Title IB.
4. The career development concepts and especially the idea of job advancement will affect each OEO's manpower programs, requiring that advancement is to be a function of all of them -- Neighborhood Youth Corps, "Nelson Amendment" or "Mainstream," the Concentrated Employment Program (CEP), programs with private employers, and the "Special Impact" program.

PART II. The CAP as an Advocate for New Careers

This role of urging existing agencies to develop extend, and improve their services to the poor has been a typical one for the CAA. Often services have been (at least theoretically) available in a community but they were not accessible to the poor, or they were not focussed upon the needs of the poor, or they were operated in a way so as not to encourage the poor to participate. In addition, many communities have often simply lacked needed services.

The CAA has played this advocate role in many ways. It has dealt directly with existing agencies -- schools, welfare, employment service -- urging them to expand their services, make them more available to the poor, as well as to encourage the establishment of new services. In other cases, the CAA has mobilized community pressure to move an agency to reorder its priorities, redirect its energies. And the CAA is increasingly coming to play a planning, catalyzing role in the improvement, expansion and coordination of services. Here the CAA's accessibility to the poor, knowledge of the community's desires and needs, information about legislative and program developments have all been important.

A key factor in the extension, improvement and reordering of services is the use of new manpower. The CAA's have pioneered in the use of community people as employees and their work in the community action program has proven their value. So, too, the use of non-professionals by the schools, health agencies, manpower programs, etc., can be a way both significantly to improve the quality and extent of the services these agencies deliver as well as to offer employment opportunities to many poor people.

Outside the CAA, it has been the schools which have used the most non-professionals -- over 75,000 under Title I, Elementary and Secondary Education Act programs alone. Hospitals, the Employment Service, welfare departments, recreation and correction agencies are all looking more and more to the increased use of non-professionals.

The CAA can do several things as an advocate of career development:

1. The CAA can encourage these agencies to hire community people. The ways of doing this will, of course, vary widely according to region of the country, size and strength of the CAA, characteristics of the other agencies. For example, the "checkpoint" rights which the CAA has under Title I, Elementary and Secondary Education Act programs, is a possible lever. Also, the knowledge the CAA has of the mandates other agencies have will help it to move them along, e.g. the requirement that all welfare departments use non-professionals, particularly clients, no later than July 1, 1969 (this is the so-called Harris-Kennedy Amendment to the 1967 Social Security Amendments). Another example is the new Employment Service program -- Human Resources Development (HRD) -- whcih directs special attention to the disadvantaged. Also, where the CAA has the muscle to affect another agency -- one for example with which it has a delegate agency agreement, or a school whereparents of former Head Start children have carried their Parents Advisory Committee organization into the PTA,

or where a welfare rights group has been organized -- here special efforts can be made to have the agency hire, train, and upgrade community people.

2. The CAA can assure that para-professionals do not remain at entry level jobs but that training, education and advancement opportunities are built in.

3. The CAA can offer assistance to such agencies in implementing programs to employ and advance non-professionals. Here the CAP agency's knowledge of the pressures on these agencies (see #1 above), as well as the resources available is essential. For example, if the CAA can link a Health Department into a new source of funds, or through its "checkpoint" powers obtain preference for a city's HUD 703 Neighborhood Facility application, or support a school district's Education Professions Development Act program with a community participation program, that agency may be more likely to institute the program. (See the page of funding suggestions for new careers programs contained as Appendix I).

Essentially the job of advocacy for a new careers program comes down to negotiation -- what pressures can be brought upon the agency? What self-instituted motivation can the agency come to see? What resources can be made available to the agency? -- The CAA should be either the initiator of such negotiations or a catalyzer of them for this program can mean both jobs for the people. The CAA serves as well as improved services for its community.

Part III, The CAA as a Training Base

In many areas the CAA will not be able to employ as second and third level personnel, nor as professionals, many persons which it hires at entry level jobs. So, too, other human service agencies may not (yet) be able to employ persons without any training. Here the CAA can provide a "training base." That is, it can hire persons and provide on-the-job training; these persons can move to employment with other agencies. For example, a person working as a Head Start classroom aide could move into a public school Title I, Elementary and Secondary Act teacher aide project, or the same person when she has gone through a Head Start supplementary training program might move into the school as a teacher. So, too, the manpower aide in the CAA program might look subsequently to work with the Employment Service, or the CAA health aide to work as a Home Health Worker with a county or city Health Department.

This plan is no substitute for encouraging other agencies to develop and implement programs for the hiring and training of non-professionals by providing them with already trained personnel; however, the plan is a way to encourage them to enter into such a program, while at the same time providing a way for those hired and trained by the CAA but for whom it has no advancement opportunities, to move ahead.

+ + +

What we have proposed then in this paper is a three-fold plan for the CAA in the development of career opportunities for the people and communities it serves. First, the CAA is to be a developer and user of a career advancement program; second, for the CAP to be an advocate for the development of such a plan among other human service agencies; and third, for the CAA to provide a base for the training of non-professionals who will subsequently be employed elsewhere. While we believe the first -- the CAA itself

as a new careers agency -- is the most immediate and at present should be primary -- all these components are necessary for a comprehensive and effective program.

APPENDIX I

FUNDING SOURCES FOR CAREER DEVELOPMENT PROGRAMS

The public laws listed below are legislative authorizations under which New Careers programs may be supported either in whole or in part. While often varying from act to act, most provide funds for training, research, demonstration or staff support.

To obtain such funding for career programs, a broad perspective and understanding of the career development system is essential. In particular this perspective should include, in addition to a manpower focus, a conceptualization of the career system as a vehicle of improving and creatively reorganizing the service delivery system. This view of New Careers unlocks the door to many sources of support for programs demonstrating or researching new or improved service delivery techniques. This service delivery reorganization approach, while critical to high quality career programs, is also essential to adequate and expanded fiscal support during all of a program's developmental stages.

To promote knowledge of the availability of funding sources, the New Careers Development Center is preparing a "Guide to Funding New Careers Programs," which will explain in detail each of the available funding authorizations, its actual or potential relationship to career development, the administrative agency responsible for delegating the grants, and other relevant information. Its scope and perspective will parallel this listing. It will be available shortly.

HEALTH

Physical:

Allied Health Professions Act
Community Health Services Extension Act
Comprehensive Health Planning and Public Health Service Act
Economic Opportunity Act
Graduate Public Health Training Amendments
Health Professions Educational Assistance Act
Heart Disease, Cancer, and Stroke Amendments
Maternal and Child Health and Mental Retardation Amendments
Medical Library Assistance Act
Narcotic Addict Rehabilitation Act
Nurse Training Act
Partnership for Health Amendments
Practical Nurse Training Extension Amendments
Social Security Act and Amendments
Vocational Education Act
Vocational Rehabilitation Act

Mental:

Mental Retardation Amendments
Mental Retardation Facilities and Community Mental Health Centers Construction Act
National Mental Health Act

EDUCATION

Adult Education Act
Economic Opportunity Act
Education Professions Development Act
Elementary and Secondary Education Act
Higher Education Act
Manpower Development and Training Act
Mental Retardation Facilities and Community Mental Health Centers Construction Act
Vocational Education Act
Public Library Services and Construction Act

WELFARE

Economic Opportunity Act
Housing Act of 1964
Social Security Act and Amendments
Vocational Rehabilitation Act

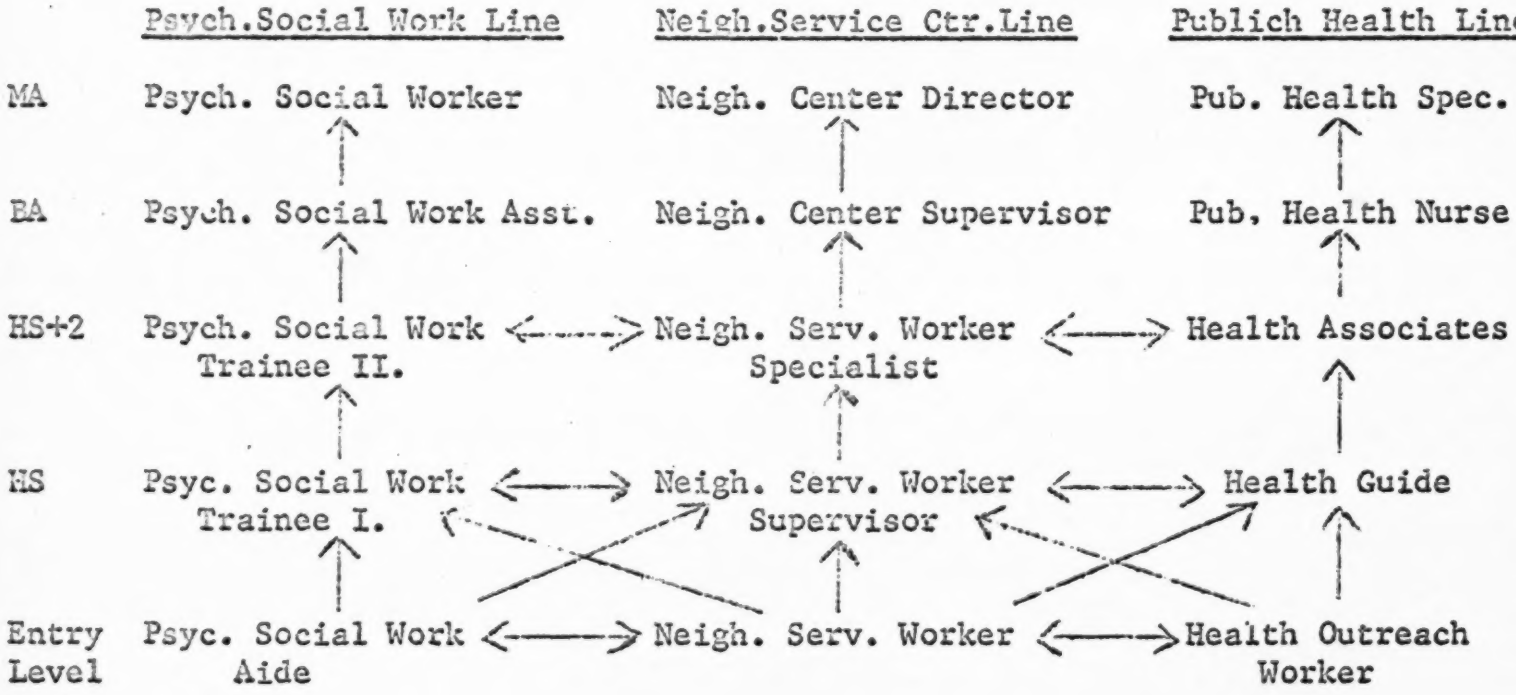
MULTI-FIELD

Economic Opportunity Act
Model Cities and Metropolitan Development
Older Americans Act

APPENDIX II

A MODEL OF A CAREER SYSTEM IN A NEIGHBORHOOD SERVICE CENTER

The focus of a community system for career development can be the Neighborhood Service Center of the CAA. This facility is the training base for the career system in which para-professionals are trained by the CAA to work in human service fields within other agencies. The Neighborhood Service Center itself provides career opportunities for the nonprofessional. These career lines are diagrammed below, along with two additional suggested career lines in traditional fields.



The ladders are only broadly sketched here -- for example, at the various landings on the ladder there need to be opportunities for salary and status increment -- and the column of appropriate education is only suggestive. The point, however, is that mobility must be built into the system, specifically including opportunities for advancement within the neighborhood service center system. Within the Neighborhood Service

Center line one might rank the levels of tasks in clusters of the following sort:

Neighborhood Service Worker

Recruits program participants by leafleting, door-to-door visits, speaking at small group meetings.

Collects rudimentary information by the use of prepared questionnaires, interviews, observation.

Provides resource information to population served.

Works under close supervision

Neighborhood Service Workers Supervisor

Plans and participates in recruitment campaigns including organizing of volunteers, speaking to larger groups, Does more intensive date collection including use of open ended questionnaires, surveys.

Does limited (in terms of area, duration of activity, complexity of issue) community organizational work.

Participates in counseling functions.

Prepares and disseminates resource information.

Performs advocacy role vis-a-vis "helping" agencies.

Neighborhood Service Worker Specialist

Supervises a small team of Neighborhood Service Workers.

Supervises implementation of recruitment programs.

Plans data collection programs.

Plans limited community organization campaigns, carries out more expanded organization efforts.

Develops information programs, coordinates advocacy activities.

Neighborhood Center Supervisor

Responsible for a team of Neighborhood Service Worker Supervisors or responsible for all outreach and organizational activities of a large neighborhood center or director of a "satellite" center.

Plans and supervises implementation of recruitment programs

Develops data collection procedures, and analyzes and interprets results.

Develops community organization strategy.

Coordinates Neighborhood Service Centers work with other community agencies.

Neighborhood Center Director

Complete responsibility for a large multi-faceted neighborhood center incorporating several agencies and a variety of program activities.

The implementation of such a system is fraught with all of the problems in a new careers system -- development of detailed job description, building of realistic career ladders, provision of related training and education, adjustments with various institutions such as unions, professional groups, credentialing bodies, etc. In addition, in as much as this is a new career and not a new path to an established career, there are the additional problems of defining the nature of the work, questions as to the permanency of the funding, institutionalization of the jobs, etc. However, offsetting these difficulties is the power and improved services resulting from the combination of a new service delivery system with new manpower either in the neighborhood by people recruited from the neighborhood (or such multi-service centers in non-poverty areas) particularly as we institutionalize effective ways for the community to play a policymaking role. OEO, Model Cities, health and social welfare legislation have all recognized the value of decentralization. The development of visible career opportunities within the neighborhood service system, as well as into the more traditional areas, would go far to bring the system into broad practice.

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